



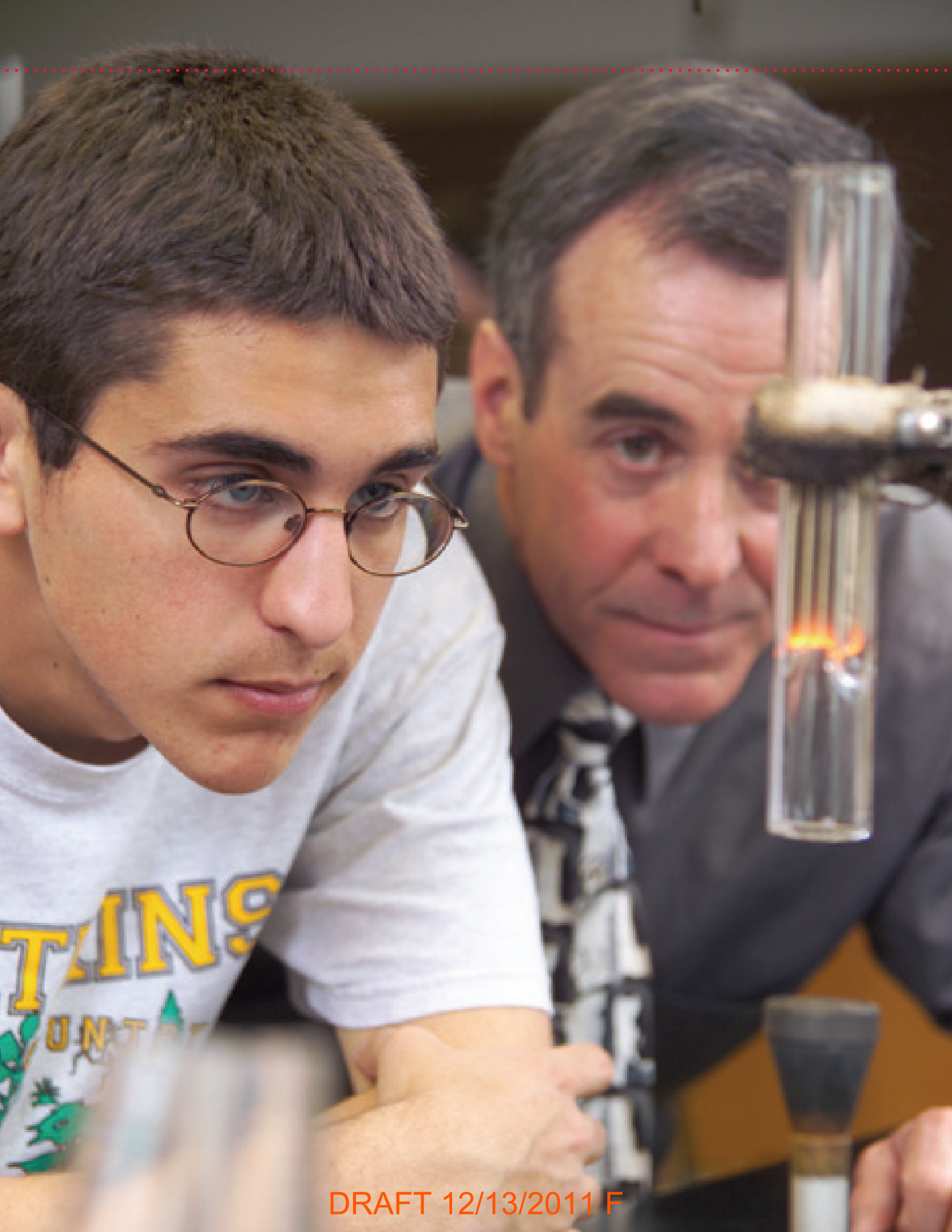
REPORT ON REMEDIATION

December 2011



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In 2010, approximately \$146.3 million dollars were spent on remedial education in Ohio's public institutions.

- Approximately \$55.6 million dollars came from the State Share of Instruction (SSI) dollars paid to Ohio's public colleges and universities;
- The remaining \$90.7 million dollars came from the tuition and fees paid by: a) the student or the student's family; b) the state and federal government in the form of grants (e.g., federal Pell Grants or Ohio College Opportunity Grants); or c) by student loans.

Because remedial education courses are not college level, they cannot be applied toward the requirements for a certificate or a degree. Thus, students needing remedial coursework are in school longer and the cost of the degree or certificate is higher than it would have been had remedial education not been necessary. Student outcome data and recent reports from the Community College Research Center and Complete College America show that students who enter college needing remedial coursework are far less likely to complete a degree or certificate. Student outcome data from first time degree seeking freshmen in 2004 enrolling in Ohio public colleges and universities show far better outcomes for non-remedial students.

The remediation-free students were about twice as likely to earn any certificate or degree (57% compared to 26%) and three times as likely to earn a bachelor's degree (48% compared to 13%). For many students remedial education does not accomplish its intended goal of assisting students to achieve degrees and certificates. Rather it serves as a barrier to completion.

Students who enter remediation are not a homogeneous group.

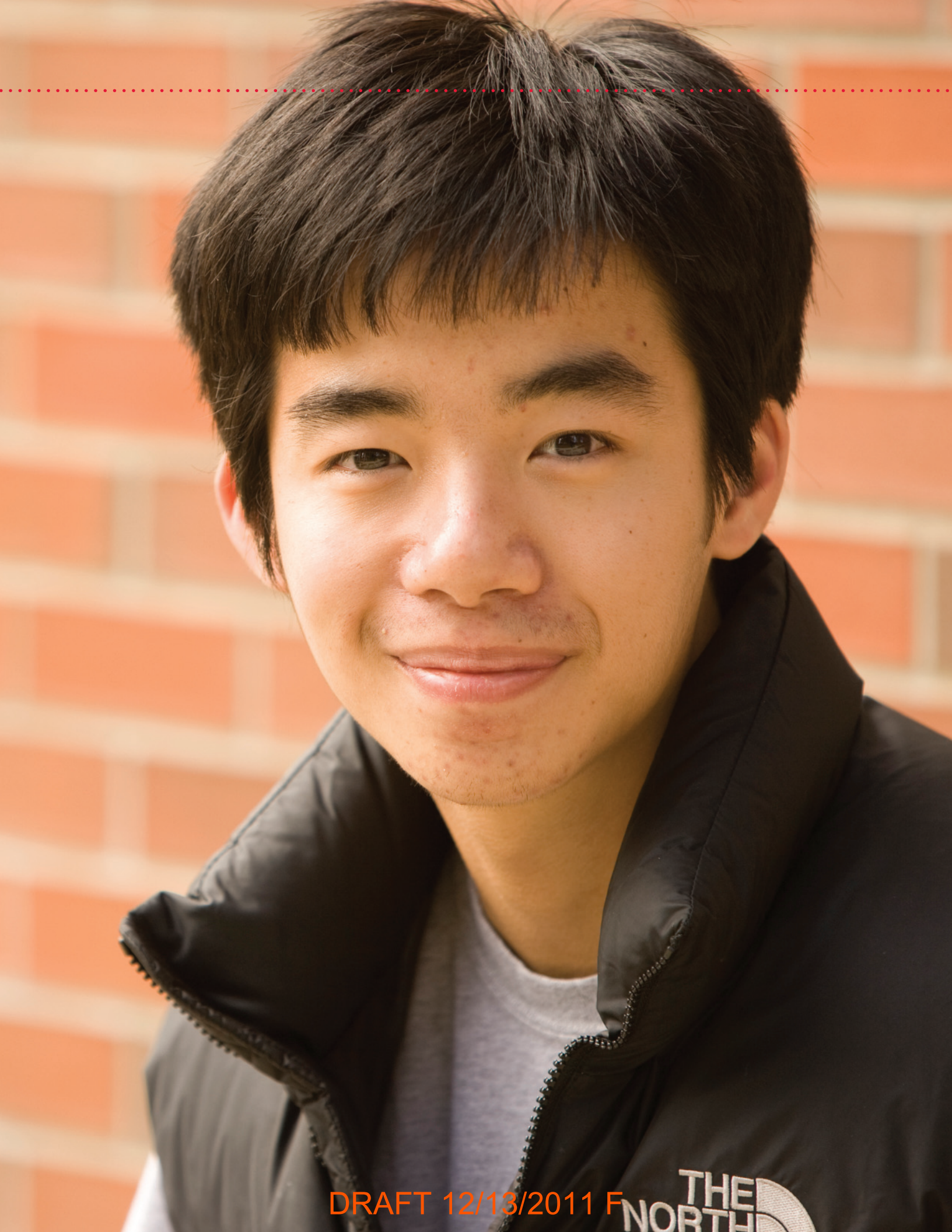
- Only about one-quarter (23%) of the total remedial credit hours taken by "traditional" college students—students less than 20 years old.
- The majority of remedial credit hours (77%) are taken by "non-traditional" or adult students—students 20 years of age and older who enroll in college at a later age. It is these older students who account for most of the remediation costs.

To reduce remediation costs, strategies will need to be developed for both "traditional" and "non-traditional" students; one strategy or set of strategies will not be effective for all.

41% of all "traditional" students—Ohio high school graduates who go straight from high school to college—need remediation; strategies for "traditional" age students will likely focus on things that can be done while the student is still enrolled in the P-12 system to ensure that students are college ready.

The remediation rate is slightly higher for all "non-traditional" students. 47% of these students need remediation; strategies for "non-traditional" students will likely focus on the improvement of remedial education policies and practices at Ohio's colleges and universities.

Significant efforts are currently underway to better prepare Ohio's P-12 students for post-secondary education and to improve remedial education outcomes at Ohio's colleges and universities. What follows is an overview of efforts to date and recommendations for action to accelerate improvement.



Reduce the Need for Remediation Before Students Enroll in College

Important work has already begun to better prepare Ohio's P-12 students for the rigor of college. Three initiatives: P-16 alignment; college and career readiness assessments in high school; and revision of the statewide placement policy and the development of remediation free standards are reviewed below.

P-16 Curriculum Alignment

Students are best prepared for college-level work when they take a rigorous college-preparatory curriculum in high school. Students who require remediation often have not taken the types of courses necessary to acquire the knowledge and skills needed for college, and these gaps are especially noticeable in mathematics, science and foreign languages. Courses should reflect consistency in the depth and rigor of the content area and be aligned from high school into college.

The University System of Ohio and the Department of Education collaborate on several initiatives to align the P-16 educational system so students will be prepared to graduate from high school ready to succeed in college and careers. Some of these activities include:

- Beginning in 2014-2015, the Ohio Core curriculum will become the default curriculum requirement for students graduating from high school, and required for admission to most public universities, with some limited exceptions.
- In 2010, the State Board of Education adopted the Common Core State Standards in English language arts and mathematics and revised Ohio's academic content standards social studies and science. These standards are designed 1) to prepare students for more depth and rigor in content and skills, and 2) to be aligned with college and career readiness expectations;

- The University System of Ohio works with educator preparation programs to ensure that all programs that prepare teachers and administrators include content such as the common core state standards and the use of assessment data to improve student learning.

Next Steps

- Supported by the Race to the Top funding, the Ohio Department of Education is offering grants to regional consortia over three years to encourage partnerships between K-12 districts and institutions of higher education that will focus on 1) reducing remediation in college, 2) align high school courses with expectations for placement in non-remedial college courses, and 3) align teacher preparation programs to reflect the rigor of the Common Core State Standards (CCSS). The University System of Ohio is actively engaged in this project and will continue to support the work over the next three years.
- The Ohio Association of Colleges of Teacher Education will hold a spring conference in 2012 and special sessions will be devoted to updating program review requirements that include assessment and the common core state standards.
- The Ohio Board of Regents and the Battelle-for-Kids organization will develop a strategy to provide online instruction for teacher and administrator candidates to increase student achievement. These modules

will be available soon to institutions for use in their teacher and administrator programs.

College and Career Readiness Assessments in High School

High school assessments are tools that can be used to measure student progress and to ensure that students will be remediation free upon graduation. Armed with assessment results, teachers and counselors can work with students and families on the steps needed to ensure that high school students graduate college and are career-ready.

- In November 2011, Ohio joined the Partnership for Assessment of Readiness in College and Careers (PARCC), which will provide students with opportunities to demonstrate their understanding of the knowledge and skills aligned with the Common Core State Standards. PARCC assessments will be ready for implementation in the 2014/2015 school year.
- In order to begin assessments before PARCC is implemented in 2014, the Chancellor of the University System of Ohio is pursuing opportunities to provide all students with access to early college and career readiness assessments, specifically, the PLAN (ACT) and the PSAT (College Board) beginning in fall 2012. These assessments will provide teachers, counselors, students and families with valuable information about student readiness for college and career options.

Next Steps

- The University System of Ohio will work with the Department of Education, school districts and school principals to implement testing of 10th grade students so students, families and teachers will have access to information about a particular student's progress towards meeting college and career readiness goals.
- The University System of Ohio will work with the Department of Education, school districts, principals, teachers and counselors to provide students and families with advising regarding



college readiness and planning for the junior and senior years of high school.

- Discussions regarding the end-of-course assessments will continue between the Superintendent and the Chancellor of the University System of Ohio. Now that PARCC is selected as the college and career readiness assessment system for Ohio, it is expected that recommendations for end-of-course exams will be available in 2012.
- The University System of Ohio will work collaboratively with the Department of Education, Presidents, Chief Academic Officers and Provosts, faculty, teachers, to provide additional guidance to institutions of higher education on the applicability of the PARCC assessments to college-course placement and remediation.

Revise the Statewide Placement Policy and Develop Remediation Free Standards

Consistent benchmarks of college readiness must be in place to guide students and their families. A committee to review the statewide placement policy and develop remediation-free standards will begin their work in early 2012.

Next Steps

The University System of Ohio will work with the public institutions of higher education, the Ohio Department of Education, the Inter-University Council, the Ohio Association of Community Colleges, campus faculty, placement/testing staff, career-technical education, ABLE, representatives from the Articulation and Transfer Council and other interested groups to:

- Evaluate data collected from campuses, the Higher Education Information System (HEI) and other states regarding the effectiveness of the current policy and
- Review academic content standards (e.g., Common Core State Standards, College

Readiness Expectations, learning outcomes for courses in Ohio's statewide guarantee transfer system) and link them with benchmark scores in English and mathematics;

- Recommend either 1) continuation of existing benchmark scores or 2) update the benchmark scores used for placement;
- Recommend specific assessment tests and tools and identify benchmark scores to be used for placement purposes;
- Validate that the recommended benchmark placement scores are effective and correlate with student success in college, and
- Recommend if the placement policy should be required for 1) every student taking a non-remedial college course, or, instead, a recommended policy for specific groups of students demonstrating need (for example, students who graduated more than two years prior to enrollment, or students who did not take the ACT test), 2) placement into any non-remedial course, or only courses in the statewide guaranteed transfer system.

Representatives also may offer recommendations on defining "college and career readiness." This could include academic content and placement requirements mentioned above, and non-academic challenges facing students, such as time-management, developmental readiness, etc.





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It is imperative that we improve remedial education outcomes. The Ohio Board of Regents will continue to articulate to college presidents, faculty, and ABE programs staff that this is a priority and an expectation.

OBR and colleges and universities in the state have been exploring ways to improve success for all students in need of remediation. Ohio data mirrors that from around the country in revealing that students entering college in need of remediation do not succeed at receiving a credential at that same rate as non-remedial students. As one of six states nationally selected to participate in the Developmental Education Initiative project funded by the Bill and Melinda Gates Foundation and the Lumina Education Foundation, the Ohio Board of Regents is engaged in an exploration of processes, procedures and policies that would lead to more successful postsecondary outcomes for students in need of remediation. The ultimate goal of that initiative is to assist students in need of remediation to move quickly into college-level courses, complete them, and gain a certificate or degree that is essential to building prosperous and successful lives.

These efforts have also been supported through Shifting Gears; this is a multi-state initiative of the Joyce Foundation and Bill & Melinda Gates Foundation funded effort that has focused attention on the need to improve educational outcomes particularly for low-skilled college students. That initiative supports accelerating students' progress within remedial education, and establishing programs that embed remedial instruction within courses that lead to credentials and degrees.

The Ohio Association of Community Colleges (OACC) has recognized the need to improve remedial education outcomes as well; they recently convened a task force to recommend changes in institutional policies that may increase success for students who require remediation. The task force's recommendations are contained in the June 2011 publication, *Developmental Education Policy Recommendations*.

Assessment, Placement and Advising

It is becoming increasingly clear that how students are assessed, advised, and placed often stands as the linchpin to success or failure in developmental education; there is a growing body of research that demonstrates the ways in which a student enters into remedial coursework and what it connects to can be enhanced to optimize outcomes. Many of the recommendations from the OACC's report on Developmental Education Policy Recommendations center on assessment, placement and advising.

Decisions about whether or not a student is "college-ready" are often made based only upon the results of a placement test given to students with little or no understanding of the test's content or importance. Cold testing—testing a student early in the admissions process—is a frequent practice of community colleges.

Despite recommendations for placement test cut scores developed by a working group in 2007, each college in the University System of Ohio has a different approach for advising and placing students into remedial coursework or referring to ABE; this sort of variation can affect student success. For example, recent studies by the Community College Research Center show that students who are determined by placement tests to be close to being college ready and needing less than a full course to achieve that status may best be served by enrollment in a regular, credit bearing class that counts toward a degree and be required to receive sup-

plemental instruction. Variation not only results in placement issues, but encourages students to "shop around."

Next Steps:

- Recommendations will be offered for establishing a uniform statewide placement policy for determining when a student should receive remediation at a community colleges or regional campus as opposed to a referral to ABE.
- All community colleges should provide information about placement testing and its importance and provide an opportunity for students to refresh skills prior to testing; this would enable students—particularly older students—to recall knowledge that they may have acquired years earlier.
- Mandatory orientation should be required of all students. In addition to assessment and placement, understanding college life, expectations, and support services improves remedial outcomes. As indicated in the OACC recommendations, "Colleges should strive to created student connectiveness...." A mandatory orientation is a place to start.

Aligning Remedial Systems

H.B. 1 for FY 2011 section 371.20.60 required the Chancellor to submit a plan for integrating funding support for adult workforce training and development programs beginning in FY 2011. A portion of that plan, which was submitted to the Ohio General Assembly Controlling Board in May, 2010, addressed the need to examine how remedial education services could be optimized among the state providers of remediation services, i.e., Adult Basic and Literacy Education programs and colleges and universities. The plan called for the establishment of a pilot project to align ABE programs and community colleges to provide services to serve students in need of extensive remediation.

Progress to Date:

Students in need of considerable remediation because they never mastered it and have been out of school for a while—about one-third of current developmental education students—may best be served in partnership with ABE programs. Studies have indicated that only 10% of such students ever complete developmental coursework and earn a post secondary credential. Providing remediation to the lowest skilled students at ABE programs offers several benefits to students. These are:

- Instruction is provided at no cost, avoiding student debt and preserving financial aid for credit-bearing coursework;
- Focused instruction based on individual learner needs; and
- Instructional expertise with low-skilled students that includes a variety of strategies designed to enable adults to become more effective learners.

All twenty-three community colleges have begun exploring formal partnerships with ABE programs as part of this self-funded pilot. While each college established a partnership with an ABE program, many experienced challenges in getting started because a number of colleges believe their access mission requires them to provide instructional support for all students entering the college. Access does not mean that colleges themselves need to provide the support, but that they can establish partnerships with programs and organizations with resources and expertise for more efficient service. ABE is designed to help the lowest skilled adult students prepare for academic success; it will be a better use of resources and outcomes to direct the lowest third of students to ABE/college partnerships for instruction and services. Several factors have emerged that lead to the establishment of effective ABE-college partnerships for serving students needing considerable remediation; these factors have been captured and disseminated to colleges and ABE programs.

Next Steps:

The Ohio Board of Regents continues to monitor this project and offer technical assistance to colleges and ABE programs involved in the partnership. In the coming year, next steps include:

- Monitoring student data to determine effectiveness of partnerships in preparing students to return to college and succeeding in credential attainment;
- Working with The Ohio State University is to produce a report at the end of FY 2012 which will illustrate successful partnership practices and will serve as a guide for all colleges and branch campuses for strengthening and maintaining effective remedial instruction alignment with ABE;
- Dissemination of information about successful partnerships and the practices will be shared with all partners; and establish that being an access college does not mean providing all services, but includes partnerships with other providers; colleges will be expected to expand partnerships with ABE programs to serve the lowest-skilled students entering college.

Targeted Instructional Strategies

There are a wide variety of approaches to instruction of remedial coursework that can be implemented and also appear to have a positive effect on completing developmental education. Not all developmental education students have the same needs for remediation; approximately one-third of students are close to placement in college-level coursework, one-third need at least one full remedial course, and one-third are the lowest-skilled students best referred to ABE. Coupled with effective assessment, placement and advising, each level would benefit from real-time monitoring of progress to avoid falling behind and instructional strategies that best address the students' remedial needs.

- **Students who are determined by placement tests to be close to being college ready and needing less than a full course to achieve that status may best be served by enrollment in a regular, credit bearing class that counts toward a degree and be required to receive supplemental instruction.** For example, these students could be required to enroll in a one credit weekly “lab” where they would receive additional instruction in the content provided in the credit bearing class. National research indicates that students who score on the cusp of college readiness and choose to bypass developmental education perform similarly to students who entered college with no need of remediation.
- **Students who require less remediation than those referred to ABLE but more than those who need minimal remediation may benefit from a variety of strategies that aim to accelerate their transit through developmental education.** These include employing diagnostic testing to pinpoint needs and providing instructional options such as learning labs to enable students to work on specific skill needs; paired instruction that involves embedding instruction to improve reading and writing skills in credit bearing courses in areas such as sociology and psychology; and compressed courses that provide intense instruction in one subject often supplemented with a required lab course.

Another strategy shown to improved remedial outcomes is to enable students to enter into an actual program of study early in their post secondary career. Engaging students in “real” content related to their area of study is critical for retention. To ensure that students acquire needed skills that they may lack, remediation instruction and strategies could be embedded within relevant course work such as is done in the I-Best model in Washington State. Doing so allows students to quickly engage in content of interest and learn basic skills within a context that makes sense.

Next Steps:

- Continue to collect and disseminate best practices and research that result in improved student success that cut across all level of developmental education.
- Examine the requirement that colleges develop tiered approached to remedial education and submit a comprehensive plan for instruction as part of a new funding model outlined below.

Funding

Progress to Date:

The University System of Ohio implemented success points funding for State Share of Instruction (SSI) in FY 2011. Success points reward intuitions for successful student completions at critical points in their college career. As completion of remedial education stands a key predictor of college success, several measures were included as part of this higher education performance-based funding model.

Next Steps:

Reshape funding for remedial coursework. While much progress has been made in improving developmental education in Ohio, more must be done; significantly improving remedial outcomes is critical to increasing the number of students completing postsecondary credentials in Ohio. Currently, the state directly invests \$54 million in remedial coursework in State Share of Instruction. These funds can be allocated more effectively to result in better outcomes. Funding recommendations will be put forth that are both outcome and function-based. Reallocation of these funds will include shifting these funds away from enrollments and basing disbursement on several outcome-based activities. These could include:

- **Plans for assessment, placement and advising.** A portion of funds will be redistributed to provide more comprehensive assessment, placement and advising. Colleges would be required to revise how they support these activities and submit a plan specifying its strategies for improving outcomes for remedial students.
- **Partnerships with ABLE.** Colleges and ABLE will be required to develop partnerships to serve the lowest-skilled students; this would require a redirection some of the SSI dollars currently spent to fund the lowest level of developmental education courses to expand ABLE instructional capacity.
- **Plans for targeted instructional strategies.** Colleges will submit a plan that articulates how they will modify their remedial instruction approaches to improve student outcomes. This should include connections to research-based approaches such as determining what skills are needed to be successful within various courses of study and could include math modules that link to the math needs of the chosen field of study.
- **Fund successful student transitions.** Colleges would receive support when a student successfully enters college-level courses and/or courses related to their program of study.

Reshaping the funding formula will require significant discussion and advisement with colleges, universities and other partners. Proportions and amounts for each facet of the allocation will need to be addressed. The University System of Ohio will collaborate to recommend the details of a plan to more effectively redistribute the current amount supporting remedial coursework in SSI to be developed in the coming year.

Engaging students in “real” content related to their area of study is critical for retention.



